United Nations DP/2009/21

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Distr.: General
20 April 2009

Original: English

Annual session 2009
26 May to 5 June 2009, New York
Item 8 of the provisional agenda
United Nations Development Fund for Women

United Nations Development Fund for Women*
Note by the Executive Director

Summary

The present document is a report of the first year of implementation of the UNIFEM strategic plan, 2008-2011, as approved in Executive Board decision 2007/35 and in accordance with decision 2004/20. The report tracks progress according to the strategic priorities and results outlined in the UNIFEM frameworks for development results, management results and integrated resources. The report highlights UNIFEM efforts to fulfill its dual mandate: supporting countries in advancing gender equality in line with national priorities, and supporting action on gender equality throughout the United Nations development cooperation system.

Elements of a decision

The Executive Board may wish to take note of the report and its results-based focus. It may also wish to recognize the contribution of UNIFEM in supporting programme countries as they advance agreed development priorities, including the Millennium Development Goals, as well as by assisting countries in linking progress on the Goals with efforts to implement the Beijing Platform for Action and the United Nations Convention on the Elimination of All Forms of Discrimination against Women.

General Assembly resolution 63/232 of 19 December 2008 modified the comprehensive policy review of operational activities for development of the United Nations system from a triennial to a quadrennial cycle and urged the funds and programmes to realign their strategic planning cycles accordingly, the intention being to hold the next comprehensive policy review in 2012.

Accordingly, and in order to align with the planning cycles of UNDP and UNFPA, the Executive Board may wish to extend the UNIFEM strategic plan, 2008-2011, by two years, until the end of 2013, and request UNIFEM to prepare its next strategic plan, to start in 2014, taking into account the recommendations of the next comprehensive policy review, to be held in 2012.

The Executive Board may also wish to postpone the midterm review of the strategic plan from the second regular session 2009 (decision 2007/35) to the annual session 2011.

*The compilation of data required to provide the Executive Board with the most current information has delayed submission of the present report.

09-30819 (E) 150509

Contents

Chapter		Page
	Introduction	3
I.	Context	3
II.	Overview	4
III.	Development results framework	6
	A. Enhancing women's economic security and rights	7
	B. Ending violence against women	10
	C. Halting the spread of HIV and AIDS among women and girls	12
	D. Advancing gender justice in democratic governance	13
	E. Gaps and challenges: development results framework	15
IV.	Management results framework	15
	Area 1: Policy advice and catalytic programming	15
	Area 2: United Nations coordination and reform	16
	Area 3: Accountability, risk and oversight	17
	Area 4: Administrative, human and financial capacities	18
	Gaps and challenges: management results framework	18
V.	Integrated resources framework	18
	Annex (available on the Executive Board web page):	
	Revised development and management results frameworks	

Introduction

1. The overall goal of the UNIFEM strategic plan, 2008-2011 (DP/2007/45), approved by the UNDP/UNFPA Executive Board in September 2007, is to support countries in implementing commitments to gender equality and women's empowerment in line with their national priorities. UNIFEM works in partnership with governments, civil society, and United Nations organizations to strengthen women's economic security and rights, end violence against women, reduce the prevalence of HIV and AIDS amongst girls and women, and advance gender justice in democratic governance, including in conflict and post-conflict countries.

2. The present strategic plan comprises the elements of the UNIFEM accountability framework, against which UNIFEM measures: (a) its contributions to progress on gender equality at national, regional and global levels based on the outcomes, outputs and corresponding indicators in its development results framework; (b) its performance, based on the outputs, indicators and targets in its managing for results framework; and (c) its progress towards mobilizing, allocating and expending the financial resources required for implementing its programme, as laid out in its integrated resources framework. Based on an analysis of 2008 reporting, UNIFEM has made several of changes to outputs and indicators in the development and management results frameworks. For ease of reference, please see the updated frameworks in annex 1 of this report.

3. The present report covers the first year of implementation of the UNIFEM strategic plan, 2008-2011.

I. Context

4. In the past 30 years far-reaching commitments to advance gender equality and women's empowerment have been agreed at global, regional and national levels. The Convention on the Elimination of All Forms of Discrimination against Women, the Beijing Platform for Action, Security Council resolution 1325 and the Millennium Development Goals continue to serve as relevant normative frameworks, along with notable new commitments in 2008, including the adoption of Security Council 1820 on women and sexual violence, as well as new regional agreements, such as the gender protocol of the Southern Africa Development Community. Effective implementation is central to ensuring that agreements are converted into concrete, measurable progress for women and girls.

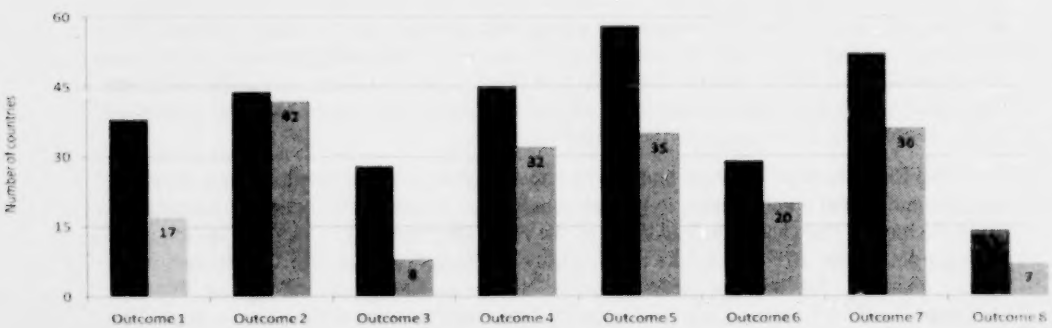
5. UNIFEM efforts to catalyse and provide technical support for implementing national, regional and global commitments to gender equality are situated in a context of internal and external change. The change in leadership of the Fund after nearly 13 years; the launch of its strategic plan, 2008-2011 and of the fourth edition of *Progress of the World's Women*; inter-agency planning for the Secretary-General's 'Unite to End Violence against Women' campaign; and the intensifying inter-agency and inter-governmental debate about the architecture that supports gender equality programming and policy in the United Nations are all dynamics that offer new opportunities. At the same time, the reverberations of the worldwide financial and economic crisis – particularly for those who are most excluded – and the preparations for and outcomes of the 3rd High-Level Forum on Aid Effectiveness, and the follow-up International Conference on Financing for Development to Review the Implementation of the Monterrey Consensus present a challenging environment for securing the resources and support needed to advance gender equality.

II. Overview

6. While demand exceeded the ability to respond in 2008, UNIFEM was able to respond to requests for programming and technical support in 82 countries. The range of support varied. In 42 of those countries, UNIFEM supports a relatively small programme, including where efforts in the country are linked to a broader regional or subregional programme designed to pilot an innovation across countries or regions. In 40 countries, UNIFEM supports multi-dimensional strategies with a broad range of partners and focuses on contributing to a range of interlinked outcomes from the strategic plan. Figures 1-3, below, tabulate UNIFEM support of country-level results according to the eight outcomes identified in the strategic plan and the four themes guiding the work of the organization, accompanied by the corresponding programmatic expenditures (figure 4).

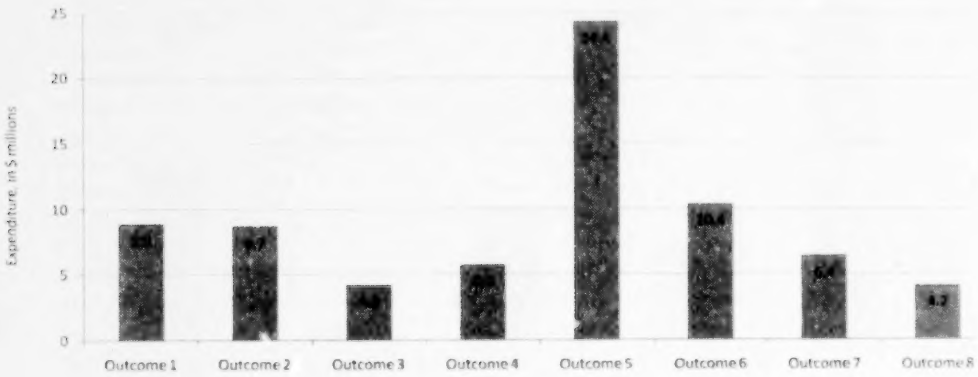
7. Figures 1 and 2 show that UNIFEM provided the greatest support to interventions that build the capacity and influence of gender-equality advocates (outcomes 5 and 6), which continues a trend reported under the previous multi-year funding framework, 2004-2007. Much of the demand and many of the entry points are identified by gender-equality advocates, and increases in their capacity translate into achievements across other outcome areas. The smaller investments in outcome 3 and outcome 8 are important to note. Outcome 3 (enhancing the gender-responsiveness of justice systems) is a new area of focus that UNIFEM is intensifying in this strategic plan period. Outcome 8 focuses UNIFEM support on select community-level initiatives that are expected to generate results over the course of the strategic plan. UNIFEM anticipates that investments in this outcome area will be small for the first two years – as it hones in on a select number of initiatives – that will grow significantly in the third and fourth years to reflect a higher investment in impact evaluation that can generate a credible evidence base of effective ways to advance gender equality.

Figure 1. The number of programme countries where UNIFEM was able to respond to requests for support in 2008, by outcome



Note
Black bars: programme countries where UNIFEM is providing support to achieve outcome
Grey bars: countries where outcome has been achieved on at least one indicator

Figure 2. Provisional 2008 programme expenditure distribution by outcome (in $ millions)



8. Figure 3, below, indicates that the largest number of requests for support concerned women's economic security and rights (71 countries) and advancing gender justice in democratic governance (70 countries). The significantly higher level of expenditure for the work on governance reflects, primarily, the increased expense of working in conflict and post-conflict settings and supporting women's political participation. The expenditure and number of countries in which UNIFEM reported support to programmes related to the gender equality dimensions of HIV and AIDS is relatively low due to three factors: first, a number of UNIFEM programmes in this area were ending in 2008, with new programming to be launched in 2009; second, much of the work of UNIFEM in this area focuses on contributing technical expertise to inter-agency initiatives, including through partnership with UNDP to work with UNAIDS; third, a key component of the UNIFEM strategy for addressing HIV/AIDS focuses on its linkages with violence against women, and would thus be taken into account in cross-cutting themes. The fact that UNIFEM is not a UNAIDS co-sponsor also affects its ability to secure resources for work on this issue.

Figure 3. Number of programme countries where UNIFEM was able to respond to requests for support in 2008, by theme

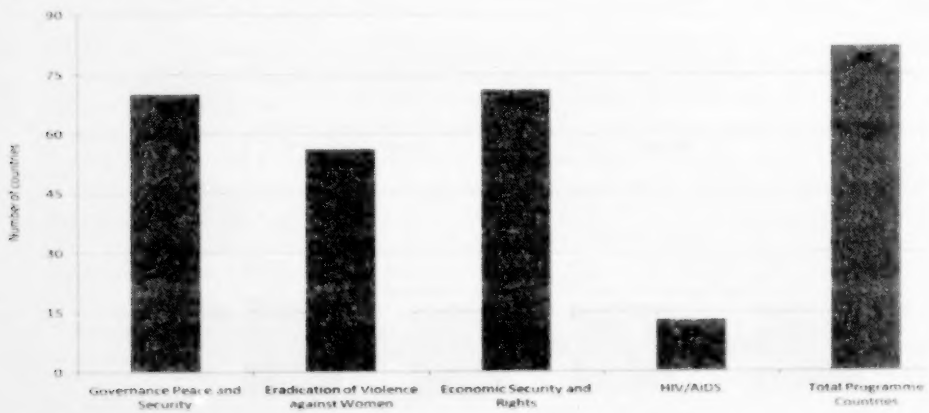
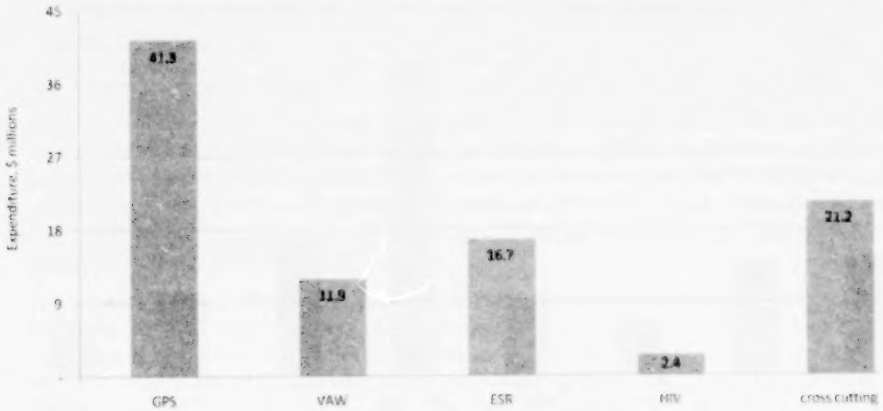


Figure 4. Provisional 2008 programme expenditure distribution, by theme (in $ millions)

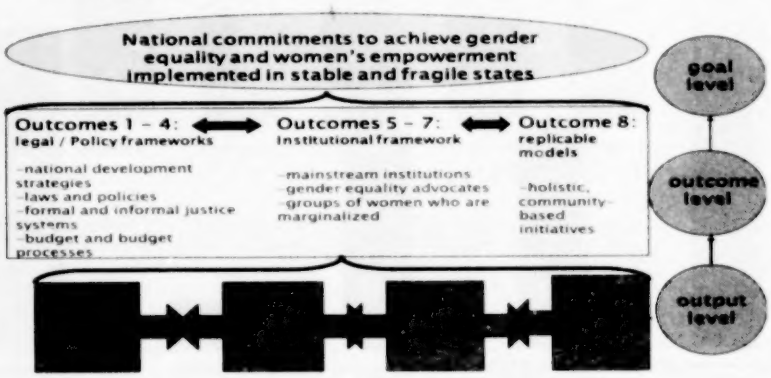


GPS = Governance, peace and security; VAW = violence against women; ESR =Economic security and rights

III. The development results framework

9. The development results framework contains eight outcome-level results that together represent a holistic effort to support countries in progressing towards implementation of commitments to gender equality. The UNIFEM results framework is based on its experience that, while entry points may vary, a holistic approach to advancing gender equality and women's empowerment requires supporting change at macro, meso and micro levels simultaneously. In that regard, UNIFEM supports partners in enhancing the gender responsiveness of the normative environment and of mainstream institutions needed to implement commitments; supports gender equality advocates in building the capacity and knowledge to support intensified action and accountability; and supports innovative pilot programmes that generate credible evidence of effective work at the micro level to inspire replication and upscaling. The chart that follows illustrates the results logic that drives UNIFEM efforts.

Figure 5. Development results logic


National commitments to achieve gender equality and women's empowerment implemented in stable and fragile states
goal level
Outcomes 1 – 4: legal / Policy frameworks
-national development strategies
-laws and policies
-formal and informal justice systems
-budget and budget processes
Outcomes 5 – 7: Institutional framework
-mainstream institutions
-gender equality advocates
-groups of women who are marginalized
Outcome 8: replicable models
-holistic, community-based initiatives
outcome level
output level

10. The section that follows describes progress toward results achieved at three levels: (a) macro-level changes in the gender-responsiveness of national development strategies; policies and laws; and budget processes (outcomes 1-4); (b) meso-level changes in the capacities of gender-equality advocates, excluded groups and mainstream institutions (outcomes 5-7); and (c) changes at the community level (outcome 8). In each of these areas, UNIFEM works on four cross-cutting themes: (i) enhancing women's economic security and rights; (ii) ending violence against women; (iii) reducing the prevalence of HIV and AIDS among women and girls; and (iv) advancing gender justice in democratic governance. UNIFEM is reporting thematically in response to a finding from the evaluation of its multi-year funding framework, 2004-2007, that staff and partners find it easier to understand the cycle of change through thematic reporting. It is also important to note that, while the strategic plan was launched in January 2008, a large number of the results reported were generated through programmes and partnerships established during the previous multi-year funding framework, and this continues under the strategic plan.

A. Enhancing women's economic security and rights

11. UNIFEM supports efforts to enhance women's economic security and rights through programmes that strengthen the gender-equality dimensions of macro-economic policies, including national development frameworks; increase financing of gender equality commitments in poverty reduction and Millennium Development Goals strategies; enable women to enhance their rights in specific sectors of the formal and informal economy and to have equitable access to productive assets. UNIFEM was active in this thematic area in 71 of the 82 countries to which it directed support in 2008, expending 17 per cent of programmable funds.

12. In this thematic area, UNIFEM worked with government partners – including ministries of finance, planning, labour, and national women's machineries – networks of economists, women's non-governmental organizations and excluded groups of women (migrant workers, home-based workers, rural women), and United Nations country teams, to: incorporate gender equality and women's empowerment in the development, implementation and monitoring of 20 national, regional and global development strategies (from poverty reduction strategies to regional trade agreements); support passage of 15 laws or policies related to women's economic security and rights[1]; provide greater access to legal assistance for women to enhance their economic rights in seven countries[2]; and build capacity to institutionalize gender-responsive budgeting in 32 countries.

13. Working with many United Nations partners – and most often with UNDP – UNIFEM supported national partners to strengthen gender equality commitments in seven[3] approved poverty reduction strategies and in 12[4] newly adopted or revised national development strategies and other policy frameworks, including national plans and strategies related to the Paris Declaration and to the Millennium Development Goals. Having an agreed national plan of action on gender equality can be an important basis upon which to strengthen advocacy for mainstreaming gender equality into national development strategies. In Liberia, for example, UNIFEM provided technical and financial support to the Ministry of Gender for the finalization of the national gender policy and action plan. Subsequently, as the convener of

[1] In nine countries and one subregion: Afghanistan, Cambodia, China, Indonesia, Kosovo, Montenegro, Moldova, Nepal, Tajikistan, West Africa

[2] Afghanistan, Cambodia, India, Kenya, Kyrgyzstan, Philippines, Tajikistan

[3] Afghanistan, Burundi, Cape Verde, Côte d'Ivoire, Honduras, Liberia, Rwanda

[4] Bolivia, Cameroon, Ecuador, Egypt, Kyrgyzstan, Morocco, Papua New Guinea, Vanuatu, West Africa

the gender theme group, it led United Nations system efforts in supporting national partners to mainstream the plan into the poverty reduction strategy and ensured the inclusion of gender-equality advocates. The four pillars of the poverty reduction strategy integrate gender equality priorities, which are in harmony with resolution 1325, the protocol to the African Charter on Human and Peoples' Rights relating to women's rights in Africa, and the Convention on the Elimination of All Forms of Discrimination against Women.

14. In partnership with the European Commission and ILO/International Training Centre Partnership on Gender Equality for Development and Peace (www.gendermatters.eu), UNIFEM produced a series of analytical papers on the links between aid effectiveness that were disseminated at the High-Level Forum on Aid Effectiveness. In Kyrgyzstan, for example, the analysis contributed to the government undertaking to strengthen systems for gender-sensitive monitoring of national development plans; costing gender equality priorities; and introducing gender-responsive budgeting as part of the reform of the public financial management system.

15. In 2008, UNIFEM supported legal and policy reform on women's labor in Afghanistan (labor code), China (local domestic labor protection law), Moldova (National Action Plan on employment), and Montenegro (labor law), as well as regional programmes focused on advancing the rights of home-based workers in Asia, and in Asia and the Arab States focused on the rights of migrant women workers. In Tajikistan, UNIFEM support since 2004 contributed to the development of an 'engendered' land reform strategy. The process, led by the state land agency and supported by the Food and Agriculture Organization, benefited from UNIFEM resources and technical assistance, including the publication: *Using Human Rights Treaties to Protect Rural Women's Right to Land*; land monitoring findings; and case studies on women's right to land.

16. UNIFEM has supported gender-responsive budgeting initiatives since 1997 and in 2008 continued this in 45 countries. In 32 of these, the results included an increase in the number of budget processes incorporating gender equality. Ministries of finance in 16[5] UNIFEM-supported countries issued or re-issued guidelines on gender-responsive budgeting, which was incorporated in sector and local budget processes in 17[6] countries; and monitoring mechanisms to track progress of gender-responsive budgeting initiatives were launched by civil society and government partners in 14[7] countries.

17. Gender-responsive budgeting efforts in Morocco have progressed since UNIFEM extended its initial support in 2001. In 2008, the programme budgets of the Moroccan ministries of health, employment, finance, literacy and vocational training included gender-equality targets and indicators. In addition, the annual gender report that accompanies the finance bill has become a multi-stakeholder monitoring tool to assess the degree to which gender equality is addressed through public expenditure policies. The number of technical departments involved in preparing the gender report has increased from four in 2006 to 21 in 2008.

18. Gender-responsive budgeting initiatives at the local level can have a direct, positive impact. In Rosario, Argentina the number of gender equality projects in the participatory budget process increased from 14 in 2007, representing a budget of 742,448 Argentine pesos, to 24 in 2008, with a total budget of over 3 million Argentine pesos.

---

[5] Afghanistan, Armenia, Burundi, Cameroon, Ecuador, Egypt, El Salvador, Ghana, India, Morocco, Mozambique, Nepal, Peru, Rwanda, Senegal, Venezuela

[6] Argentina, Bolivia, Brazil, Ecuador, El Salvador, Ghana, Honduras, Indonesia, Mauritius, Morocco, Mozambique, Peru, Philippines, Rwanda Senegal, Tanzania, Venezuela

[7] Afghanistan, Argentina, Bolivia, Bosnia and Herzegovina, Brazil, Guatemala, Honduras, Kyrgyzstan, Morocco, Nicaragua, Peru, Philippines Senegal, Uruguay

19. Supporting sustainable capacities of gender-equality advocates and mainstream institutions to advocate for monitor and/or implement gender equality commitments on women's economic security and rights is critical to progress in this area. In 2008 UNIFEM helped position national women's machineries to strengthen the formulation, implementation and monitoring of government commitments in 13[8] decision-making forums; position 13[9] networks of excluded groups of women who advocated effectively for decision-maker accountability on women's rights; and contributed to changes in performance in 17 mainstream institutions, including increased budgets for gender equality in four countries and increased availability of sex-disaggregated data in 12[10] countries/regions through support to national statistics offices.

20. National women's machineries can be effective in ensuring that national commitments are followed through when they form strong partnerships across government institutions. For example, in Cambodia the machinery co-chairs the Inter-Ministerial Task Force on Migration, which developed contracts for domestic workers and national guidelines to protect overseas migrant workers; in Mexico the machinery, the National Institute of Social Development and academic institutions are partners in a gender and poverty observatory, using qualitative and quantitative information on women's poverty to follow up on government commitments to gender equality; and in Guatemala, UNIFEM supports the Presidential Secretariat for Women, which established and led an economic development roundtable. The Presidential Secretariat is now included in the national roundtable for small and medium-sized enterprise development led by the Ministry of Economy.

21. UNIFEM supported select groups of economically excluded women in strengthening their organizing efforts, including migrant women workers in Asia; rural women in Commonwealth of Independent States, North Africa and the Caribbean; and home-based workers in Asia. In Bangladesh, advocacy efforts of migrant women workers resulted in the establishment of a coordination committee on safe migration for women within the Ministry of Expatriates' Welfare and Overseas Employment. UNIFEM also supported rural women in seven[11] countries in advocating for their right to land.

22. UNIFEM works with policy, service delivery and media institutions to create enabling environments that promote and protect women's economic security and rights. With respect to statistics bureaux, important advances were made to promote specific sections and questions in household surveys related to time use and unpaid work, resulting in more relevant employment questionnaires in Honduras, Mexico, Venezuela and Uruguay. In Cameroon, UNIFEM work with the European Commission on aid effectiveness led to a partnership to strengthen the gender-equality dimensions of the Commission's road infrastructure programme. A national workshop brought together civil society, government partners, multilateral organizations, and road construction companies to develop scenarios that included women.

23. UNIFEM partners with mainstream development actors to identify promising pilot initiatives that can demonstrate innovative approaches to enhancing women's economic security and market opportunities, and increasingly invests in rigorous evaluation to generate learning that supports upscaling or replication by national, regional or international partners. In 2008, UNIFEM invested in six community-level initiatives to enhance women's economic security. These included the partnership among UNIFEM, the World Bank and the

[8] Afghanistan, Bosnia and Herzegovina, Cambodia, El Salvador, Guatemala, Honduras, Kazakhstan, Mexico, Nicaragua, Tanzania, Tajikistan and in Central America

[9] Brazil, Burundi, Cambodia, Cameroon, Colombia, India, Indonesia, Jordan, Mexico, Nepal and Pakistan; and at the regional level in Latin America and the Caribbean

[10] Brazil, Central America, Colombia, Ecuador, Honduras, Indonesia, Mexico, Moldova, Senegal, South Asia, Uruguay, West Africa

[11] Belize, Dominica, Guyana, Kyrgyzstan, Morocco, Suriname, Tajikistan

International Center for Research on Women in a pilot programme of results-based initiatives in Cambodia, Egypt, Kenya, the Lao People's Democratic Republic, Liberia and Peru that began in 2006. The initiatives are designed to identify proven, 'quick-win' interventions that enhance women's economic security and rights and incorporate a strong evaluation component in the programme design. In Egypt, the results-based initiative promotes gender equity in 18 participating private firms through the institutionalization of gender equity policies. Two firms, one with over 10,000 employees, have made sufficient progress to receive a seal of certification in gender equality from the Ministry of Investment.

B. Ending violence against women

24. UNIFEM supports partners in ending violence against women through assistance in aligning national and local laws, policies and programmes with international and regional human rights commitments; implementing multisectoral national strategies to address violence against women, including services to protect and promote women's human rights; developing effective prevention approaches, especially through work with men, boys and adolescents; and undertaking advocacy and communication initiatives that lead to changed attitudes and behaviour. UNIFEM administers, on behalf of the United Nations system, the United Nations Trust Fund in Support of Actions to Eliminate Violence against Women, as designated by the General Assembly in 1996.[12] UNIFEM was active in this thematic area in 56 of the 82 countries to which it directed support in 2008, expending 13 per cent of programmable funds.

25. With an increasing number of countries agreeing to national laws, policies and strategies related to ending violence against women, it is critical that these agreements be reflected in mainstream national strategies and budgets. UNIFEM supported partners to: successfully advocate for inclusion of commitments to end violence against women in national development and poverty reduction strategies in five countries in 2008[13]; draft, consult on and adopt eight[14] laws and seven[15] policies to address multiple forms of violence against women, including domestic violence, trafficking, and female genital mutilation in 15 countries. It supported efforts to end impunity for violations of women's rights that resulted in reforms to justice systems in Argentina, Burundi, Ecuador and Rwanda. Gender-responsive budgeting processes have led to the inclusion of specific lines to address violence against women in the national budgets of Burundi and Ghana; in local budgets in Venezuela and Honduras; and in the Ministry of Health for specific activities to eradicate and prevent gender-based violence in conflict zones in Ecuador.

26. Women's ministries and women's non-governmental organization networks are at the forefront of efforts to put violence against women on the policy agenda and to expand state accountability and support. The long-term support of UNIFEM to the Ministry of Women's Affairs in Afghanistan contributed to its ability to secure agreement to a national plan of action for women in 2006 and to lead a 14-member inter-ministerial commission to end violence against women. Those preparatory activities strengthened the capacity of gender-equality advocates to make a strong case for the inclusion of specific priorities to end violence against women in the 2008 Afghan national development strategy. UNIFEM also supported national women's machineries to work with other government departments, parliamentarians, and non-governmental stakeholders in Burundi, Cameroon, Mozambique, Nepal and Rwanda to develop legislation and policies.

---

[12] A/RES/50/166

[13] Afghanistan, Burundi, Ecuador, Liberia, Rwanda

[14] Bosnia and Herzegovina, Burundi, Colombia, Egypt, Guatemala, Jordan, Mexico

[15] Algeria, Burundi, Cameroon , Mozambique, Rwanda, Somalia, Africa regional

27. Enhancing the capacities of decision-makers in formal and informal justice systems to deliver justice for women in efforts to end violence against women is a key focus area in the UNIFEM strategic plan. In 2008, this included providing financial and technical support to expand the legal assistance available to women in 11 countries, and increasing the knowledge of judicial decision-makers in six countries. For example, a UNIFEM-supported capacity-building programme for 60 judges and paralegal officers of the Thonburi Criminal Court in Thailand, on the Convention on the Elimination of All Forms of Discrimination against Women, led to the creation of a gender-sensitive court model and guidelines for judges, prosecutors, and court officers on handling domestic violence cases. In Burundi, the 'Bashingantahe', a traditional institution for conflict resolution and reconciliation formerly reserved for men, has been transformed so that women can combat gender-based violence and other violations of women's human rights. Today, 45 per cent of the members in the national committee are women, as are more than 30 per cent in the decentralized committees.

28. UNIFEM works to support and expand advocacy, policy influence, political space and capacities of gender equality advocates to bring an end to violence against women. In 2008, UNIFEM supported efforts in five[16] countries – and at the regional level in West Africa – to strengthen their ability to monitor implementation of commitments. UNIFEM provided support to seven institutions – including police and military and judicial systems – to enhance their performance on ending violence against women;[17] and to statistics bureaux in four[18] countries to collect and/or analyse data on the subject.

29. In India, the progress of legislation aimed towards ending violence against women is being tracked on an annual basis. UNIFEM supported the study *Staying Alive: Second Monitoring and Evaluation Report 2008*, which tracks implementation of the 2005 'protection of women from domestic violence act'.

30. UNIFEM supported capacity-building efforts in 18 institutions, including for police and military officers in 12 countries. The Rwandan Defense Force and the National Police have adopted a comprehensive approach to institutionalize work to end violence against women. The Defense Force has issued the 'Kigali Declaration', which calls for increased recruitment of women in peacekeeping operations; comprehensive training for all troops; and a zero-tolerance policy towards sexual exploitation and abuse. The Force established 'gender desk' in 2008, with UNIFEM support, through which officers have conducted training for close to 5,000 military personnel and civilians in three of the five provinces of Rwanda provinces, and integrated modules into training curriculum for cadet schools. The Rwandan National Police have adopted Rwandan Defense Force training manuals for its entire staff. The Force has a toll free phone hotline for rapid response and a leading telecommunications company, MTN, provides free support. Burundi, Liberia, Sudan, and Tanzania have also benefited from South-South exchanges of experience with Rwanda.

31. At the community level in 2008, UNIFEM and UN-Habitat together expanded a programme that was originally supported by the United Nations trust fund to support actions to eliminate violence against women, by helping women's networks to create 'Safe Cities'. Building on experience, this cross-regional initiative aims to refine and rigorously evaluate a model of how local authorities, working together with communities and women's organizations, can prevent violence against women and girls in public spaces. The longer-term intention is to promote the model for adaptation and upscaling by local governments. A methodological intervention model has been developed in the cities of Rosario in Argentina,

[16] Albania, India, Mexico, Occupied Palestinian Territory, Uruguay

[17] Burundi Ministry of Public Security, Cambodian Ministry of Justice, three Haitian Geographical Departments, Occupied Palestinian Territory Ministry of Social Affairs, police in Sudan

[18] Barbados, Burundi, Morocco, Rwanda

Bogotá in Colombia and Santiago de Chile, and new work proposals have been developed for Haiti and Brazil.

C. Halting the spread of HIV and AIDS amongst women and girls

32. To promote a coherent, gender-sensitive approach to halting the spread of HIV/AIDS, UNIFEM works in collaboration with the United Nations system, national AIDS councils and civil society partners, prioritizing support to HIV-positive women's networks to advocate for gender-sensitive responses to the pandemic and to address inter-linkages between HIV/AIDS and violence against women. UNIFEM was active in this thematic area in 13 of the 82 countries to which it directed support in 2008.

33. National AIDS plans are central planning tools that guide work in different sectors and behind which donors align their support. With government, civil society and United Nations system partners, in 2008 UNIFEM supported the development of a gender-responsive HIV/AIDS strategy at the national level in Barbados; policies in Nigeria; and a regional strategy in the Caribbean. In Barbados, UNIFEM provided technical support to developing the national strategic policy and action plan on HIV that was accepted by Parliament in 2008. The final policy incorporates strategic actions to support women's empowerment in prevention programmes.

34. At the global level, in June 2008 UNIFEM released its publication: *Transforming the National AIDS Response: Mainstreaming gender equality and women's rights into the Three Ones*. The report documents best practices, tools and guidance on how to conduct gender and human rights audits and analyses. It has been endorsed as a key tool for incorporating gender equality in national AIDS policies and plans by the World Bank, and has been used by UNAIDS and UNDP. It forms part of the guidance of the World Bank AIDS Strategy and Action Plan Service for evaluating HIV strategies and action plans at the country level.

35. HIV-positive women's groups are key partners in the quest to reach the Millennium Development Goal on HIV/AIDS, as they provide first-hand experience in shaping gender-responsive HIV/AIDS policies and programmes. In 2008, UNIFEM supported HIV-positive women's networks and groups to articulate an agenda and call for government action in Burundi, Ghana, India, Rwanda and Sierra Leone. UNIFEM also supported partners to enhance service delivery through mainstream institutions in India and Nigeria.

36. UNIFEM is supporting HIV-positive women's networks by helping them to leverage resources for their work in China and India; strengthening their capacities in Morocco, Nigeria, and Sierra Leone; and increasing their access to decision-making forums in Indonesia, Liberia and Ghana, where UNIFEM supported women living with HIV/AIDS to participate and take leadership in a gender and HIV/AIDS assessment conducted by the United Nations, the Society for Women and AIDS in Africa, the Ghana AIDS Commission and the Ministry of Women and Children's Affairs. The assessment will feed into national policies and programmes on HIV/AIDS.

37. The United Nations Trust Fund in Support of Actions to Eliminate Violence against Women, managed by UNIFEM on behalf of the United Nations system, invested in generating knowledge and capturing lessons that can promote replication and upscaling of successful models of intervention. Under the special 'window' addressing the intersection of violence against women and HIV/AIDS, emphasis has been placed on ensuring rigorous monitoring and evaluation of programmes addressing the inter-linkages in Botswana, Dominican Republic, India, Nepal, Nigeria, Thailand, Trinidad and Tobago, and Viet Nam. Those eight programmes, managed as a 'knowledge cohort', within the Trust Fund, are guided by a common set of learning questions and approaches to baseline data collection. The focus on facilitating learning between and independent evaluation of the programmes is

designed to enable them to generate a cross-country evidence base offering insights into effective strategies to respond to the inter-linkages between violence and HIV/AIDS.

D. Advancing gender justice in democratic governance

38. Good governance is recognized as an important component of aid effectiveness and sustainable peace. UNIFEM supports partners to build capacities and processes that enhance accountability through gender-responsive reforms in public judicial, security, and service delivery institutions as well as through engagement in oversight processes; and by increasing women's political participation and their influence in conflict prevention and peacebuilding. UNIFEM was active in 70 countries in this thematic area, out of a total of 82 countries to which it directed support in 2008, expending 44 per cent of programmable funds.

39. In 2008 UNIFEM worked in partnership with national women' machineries, gender equality advocates, United Nations country teams and government partners to: secure incorporation of commitments to gender equality and women's empowerment in the post-conflict strategies of five countries; support passage of 27 laws or policies strengthening women's participation in democratic governance; assist four countries in taking action to implement the concluding comments of the Committee on the Elimination of Discrimination against Women; support justice system reforms in five countries; and ensure that resource allocations are available for women in crisis and post-conflict situations through the consolidated appeals process.

40. UNIFEM supported women's networks to advocate for inclusion of their priorities in post-conflict reconstruction needs assessments and planning in five countries in 2008, including the final Burundi peacebuilding strategy; the joint needs assessment for Georgia; and, in Morocco, the Human Rights Consultative Council action plan for follow-up on the implementation of the recommendations of the Equity and Reconciliation Commission.

41. UNIFEM supported the inclusion of gender-equality priorities in the constitutions of Algeria, Bolivia, Ecuador, Egypt and Kosovo, finalized in 2008, through support to national consultative processes. In Ecuador, UNIFEM supported efforts that resulted in the inclusion of 95 per cent of indigenous women's demands in the 2008 Constitution, including the right of indigenous women to participate in ancestral justice processes.

42. In 2008 UNIFEM supported the passage of 15[19] laws and 12[20] policies to strengthen women's participation in democratic governance, and tracked the use of the Convention on the Elimination of All Forms of Discrimination against Women as the basis for legal change in 23 countries – specifically the use of the Committee's concluding comments in 15 countries, with support to partnerships in four[21] countries to implement them.

43. At the global level, the passage of Security Council resolution 1820 on sexual violence in conflict gave important impetus to the work of UNIFEM and its partners, particularly the United Nations agency collective, 'United Nations Action against Sexual Violence in Conflict Situations'. In partnership with the Department of Peacekeeping Operations, United Nations Action and the Governments of the United Kingdom and Canada, UNIFEM generated a debate on the role of uniformed peacekeepers in preventing widespread and systematic sexual violence, treating it as a security challenge by bringing United Nations and African Union force commanders face-to-face with leading Security Council members to discuss appropriate

[19] Afghanistan, Albania, Colombia, Egypt, Haiti, Indonesia, Iraq, Morocco, Vanuatu, Viet Nam, Great Lakes Region

[20] Cambodia, Cape Verde, Côte d'Ivoire, Mauritius, Moldova, Morocco, Nigeria, Occupied Palestinian Territory, Paraguay, Rwanda, Serbia, Tunisia, Africa region

[21] Bolivia, Indonesia, Liberia, Viet Nam

security responses to sexual and gender-based violence in conflict at a conference in Wilton Park, United Kingdom. UNIFEM provided technical input for resolution 1820 by documenting practical actions undertaken by peacekeeping forces to combat sexual and gender-based violence in conflict[22] and shared this with decision-makers.

44. In 2008 UNIFEM supported efforts to: improve capacity in formal and non-informal justice systems to strengthen gender justice in Afghanistan, Bolivia, Burundi, Morocco, and Viet Nam; provide human rights-based knowledge or training for judicial actors in 10 countries; and increase women's access to legal assistance in nine countries. In Morocco, to ensure implementation of the landmark 2004 family law, the joint UNIFEM-UNDP-UNICEF programme in support of strengthening the capacity of family sections in the first instance courts helped establish a continuous training unit within the Ministry of Justice for family court personnel. The unit will ensure that the piloting and implementation of the training plan is wholly owned by the Ministry. The Ministry is piloting the initiative in order to ensure the sustainability of the training process, capitalize on existing know-how and build in systems to capture and apply the knowledge gained from training efforts.

45. UNIFEM supported capacity development initiatives to strengthen gender-equality advocates and mainstream institutions to advocate for, monitor, and/or implement commitments to women, supporting key political parties to promote women's rights in six countries[23] and women's participation as candidates in six countries[24]; contributing to improved performance in 16 mainstream institutions; and increasing budgets for gender equality in two countries.

46. In 2008 the world celebrated unprecedented electoral returns for women in Rwanda, with 52.6 per cent of Parliament consisting of women. During the 2008 elections, most political parties had at least 50 per cent women candidates on their electoral lists. UNIFEM supported a three-day training on electoral processes for 113 female representatives from all parties, covering manifesto development, competitive political discourse, laws, economic policies and confidence-building.

47. An analysis of the numbers of women participating in peace talks since the passage of resolution 1325 in 2000 demonstrates little increase in their engagement as mediators, negotiators, or observers. UNIFEM facilitated women's groups to develop common agendas to influence peace processes in Burundi, Darfur, Guatemala, Rwanda, Sudan, Uganda and the Israeli-Palestinian conflict. The Uganda Women's Peace Coalition developed women's implementation protocols on key components of the peace agreement to advocate with the Mediation Secretariat, delegations of the Government of Uganda and the Lord's Resistance Army on implementation protocols and the inclusion of women's priorities. Provision by UNIFEM of a gender advisor to the Secretary-General's Special Envoy to the Lord's Resistance Army-Affected Area in Uganda, in collaboration with the Department of Political Affairs, was an important strategy for expanding participation of gender equality advocates and securing stronger commitments to women's rights.

48. In 2008 UNIFEM worked to support increased gender-responsiveness in 22 mainstream institutions – including a cross-section of government ministries, electoral commissions, mechanisms for peace negotiations and transitional justice, universities, mainstream media and the private sector An important outcome in Nigeria, in partnership with UNDP, was the establishment of an equal opportunity committee within the Electoral Commission.

[22] *The Analytical Inventory of Peacekeepers' Responses to War-Related Sexual Violence*
[23] Burundi, Cambodia, Colombia, Nepal, Rwanda and Timor-Leste
[24] Cambodia, Ecuador, Indonesia, Nepal ,Rwanda and Sierra Leone

E. Gaps and challenges: the development results framework

49. While UNIFEM reporting in the first year of the strategic plan demonstrates significant areas of progress in contributing to national, regional and global priorities for advancing gender equality and women's empowerment, it also reveals gaps and challenges in relation to programming and reporting.

Gaps and challenges:

(a) The absence of agreed standards on what constitutes a national development strategy or plan that is 'fully aligned' with gender equality commitments makes it difficult to assess the extent of results generated. In 2009 UNIFEM will consult with partners to improve internal standards/criteria for assessing strategies, and will support monitoring and the use of gender-responsive budgeting and other tools to promote budgets for implementation.

(b) Programme guidance is needed on engaging with public-sector reform efforts such as efficiency measures, new performance contracts, management information systems and anti-corruption measures to strengthen their gender dimensions. The preparatory phase of a UNIFEM global programme on democratic governance and service delivery for women was completed in 2008 and will guide work in this area in 2009.

(c) Two processes over the next year may help address the deficit of women's participation in peace processes: the Secretary-General's report on implementing resolution 1820, and the forthcoming 10th anniversary of resolution 1325. UNIFEM is building partnerships and capacities to make the most of those opportunities.

(d) UNIFEM needs to invest in a rigorous, systematic evaluation of strategies that work to prevent, respond to and end impunity for violence against women. The organization is building a knowledge-management platform to make accessible state-of-the-art information derived from global experts, as well as promising practices from UNIFEM programme experience. It is also working with the inter-agency Programme Appraisal Committee of the Trust Fund to strengthen its evaluation strategy and capacity.

(e) The development results framework presents a holistic framework that conveys the UNIFEM theory of change: moving from commitment to implementing gender-equality priorities. First-year reporting demonstrated some areas in which the framework may obscure some key results and the linkages between outcomes, particularly in respect of work with mainstream development institutions (outcome 7). Improved guidance to UNIFEM staff is required to ensure that results and processes are captured.

IV. Management results framework

50. The management results framework helps UNIFEM assess the degree of progress it has made towards its overall mandate and its delivery of framework results. Unlike the development results framework – which contains both outcome- and output-level results – the management results framework is comprised of output-level results for which UNIFEM is wholly responsible. It consists of four areas: (a) Policy advice and catalytic programming; (b) United Nations coordination and reform; (c) Accountability, risk and oversight; and (d) Administrative, human and financial capacities, for a total of 17 outputs and 58 indicators against which UNIFEM tracks progress and gaps.

Area 1. Policy advice and catalytic programming

51. Outputs in this area track the extent to which UNIFEM advocacy, capacity-development, technical support, catalytic programming, documentation and dissemination build on lessons learned to stimulate replication and upscaling.

52. Eight efforts to replicate or upscale UNIFEM-supported initiatives were tracked in 2008. They included a programme to reduce recidivism of male perpetrators in Grenada, replicated in six Caribbean countries; and documentation of using 'mock sessions' to strengthen reporting on the Convention on the Elimination of all Forms of Discrimination against Women, which is being recognized by the Committee and which UNIFEM will continue to promote for replication by national, regional and multilateral partners.

53. UNIFEM registered significant progress in generating guidance through: publication of the *Analytical Inventory of Peacekeepers' Responses to War-Related Sexual Violence* – a compendium of best practices by uniformed personnel for preventing sexual violence in conflict and post-conflict settings – compiled with Department of Peacekeeping Operations involvement on behalf of United Nations Action on Sexual Violence, which is recognized as a knowledge-base of practical actions; publication of the fourth edition of *Progress of the World's Women*, which is generating stronger interest in gender-responsive accountability; and the launch of an online help-desk to support the collection and dissemination of proven practices for addressing violence against women.

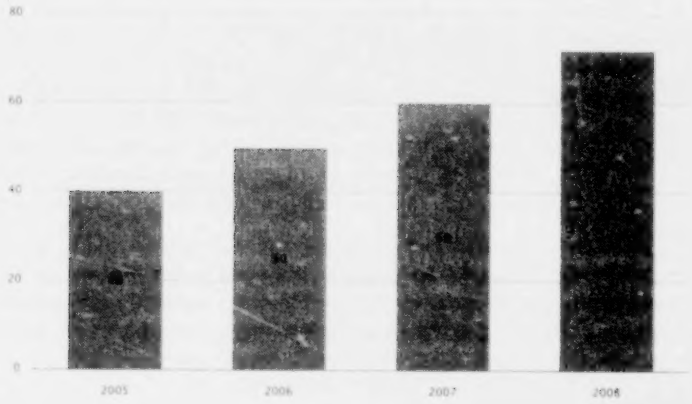
54. UNIFEM capacity to generate proven approaches depends on use of state-of-the-art evaluation practices that align with United Nations Evaluation Group standards. UNIFEM made good progress in this area, finalizing its evaluation strategy, 2008-2011, drafting an evaluation policy and designing gender-responsive evaluation training modules for dissemination in 2009. UNIFEM investment in strategic, high-quality evaluation will continue to grow during the strategic plan period to enable the Fund to present credible evidence on effective ways to ensure the implementation of commitments to gender equality. In 2008 a meta-evaluation was initiated to analyze 26 evaluations, nine reviews and eight other assessments/reports conducted by UNIFEM between 2004 and 2008. Initial analysis revealed that of eight evaluations, one was rated 'excellent', one 'good', five 'average' and one 'poor'.

Area 2. United Nations coordination and reform

55. The guidance of the triennial comprehensive policy review of operational activities of the United Nations system, issued in 2004 and reiterated in 2007, called upon the United Nations system "avail itself of UNIFEM's technical experience on gender issues", and encouraged UNIFEM to strengthen its efforts to provide strategic guidance to the United Nations system in the area of gender equality.

56. In 2008, UNIFEM reported expanded participation in United Nations coordination and reform processes at all levels. UNIFEM was engaged in 72 joint programmes; 54 as a participating agency and 18 as the lead agency. At the request of resident coordinators, UNIFEM participates in all of the 'One United Nations' pilots, and in 2008 – in its role as chair of the United Nations Development Group (UNDG) task team on gender equality – collaborated with the Resident Coordinator in Viet Nam to convene gender equality experts from all of the One United Nations pilots for stocktaking. UNIFEM took a leadership role in 32 gender theme groups at the global, regional, and country levels; co-chaired an additional 19; and was an active team member in another seven. UNIFEM promoted attention to gender equality in 10 common country assessments/United Nations Development Assistance Frameworks (CCA/UNDAFs).

Figure 6. UNIFEM participation in joint programmes, 2005-2008



57. UNIFEM prioritized support to United Nations system-wide efforts, participating in the inter-agency task force convened by the Deputy Secretary-General on gender equality in the context of system-wide coherence the Secretary-General's 'Unite to End Violence against Women' campaign and the rule of law working group; through continued stewardship of the United Nations Trust Fund to Support Actions to Eliminate Violence against Women and hosting the United Nations 'Action on Sexual Violence' secretariat; and through co-chairing the working group on programming issues for UNDG and participating in UNDG 'expert' teams, including on training resident coordinators to lead CCA/UNDAF processes. Its three-year effort as chair of the 17-member UNDG task team on gender equality produced an agreed set of performance criteria on gender equality for United Nations country teams endorsed by UNDG members in 2008 and distributed by the Chair of UNDG to all resident coordinators, encouraging them to use the indicators, in conjunction with the gender audit methodology of the International Labour Organization.

Area 3. Accountability, risk and oversight

58. In 2008 UNIFEM addressed the management issues of accountability, risk and oversight by: strengthening capacity to track results; and continuing the phased delegation of authority of operational and programmatic business processes from headquarters to subregional offices and from headquarters operations to headquarters geographic and thematic sections.

59. To strengthen internal capacity for planning and institutional development, the post of Institutional Development Advisor has been filled; the strategic plan, 2008-2011, is being implemented; and the groundwork has been laid for a computerized results-tracking system. Two *operations and programme-capacity building workshops* were held, at which 85 staff members from national and subregional offices participated. Post-workshop assessments demonstrate that capacity-building efforts are resulting in greater efficiency and improved quality. UNIFEM is decentralizing strategic functions while strengthening its monitoring and auditing capacity. As an example, UNIFEM is instituting internal control frameworks in each of its 15 subregional offices; seven of the frameworks have been approved, and nine are under development. In addition, nine subregional offices were audited in 2007-2008. UNIFEM is using the comprehensive audit recommendations database developed by UNDP to monitor the implementation of

audit recommendations. An audit risk model for UNIFEM has been developed to guide and prioritize internal audits.

Area 4. Administrative, human and financial capacities

60. This output area tracks the extent to which UNIFEM has the administrative, human and financial capacities to respond to requests for technical expertise and financial support. UNIFEM strengthened its financial systems in 2008 by upgrading to Atlas 9.0; introducing a system to link financial data with programme and project results in Atlas; and preparing to introduce the International Public Sector Accounting Standards on 1 January 2009. UNIFEM is putting systems in place to track the length of time that administrative and human resource actions require, with the goal of improving both timeliness and quality.

61. In 2008 UNIFEM continued to receive financial contributions from bilateral donors, as well as non-traditional donors, including national committees, private foundations and the private sector. Increasingly strong partnerships with private sector and foundation partners resulted in $4.6 million in contributions.

Gaps and challenges

62. While the UNIFEM management results framework registered significant output results in 2008, first-year reporting and review suggest that systems and knowledge should be enhanced to improve performance in a number of areas:

(a) UNIFEM will respond to gaps identified by strengthening documentation/guidance on the 'how to' of advocacy for gender equality; more rigorously evaluating catalytic initiatives to stimulate replication; and developing an explicit UNIFEM strategy on capacity development.

(b) UNIFEM needs to in invest in cost-benefit analyses of its role in United Nations coordination and reform mechanisms in order to increase the knowledge of where financial and human resources are most effectively invested; develop a strategy to prioritize engagement in the 90 countries implementing UNDAFs for 2009-2011; work with United Nations organizations to support the 'delivering as one' pilot countries to deliver on gender equality and continuously assess progress.

(c) While there has been notable progress on delegation of authority to subregional offices in operational areas, there is a corresponding need for greater clarity and investment in oversight quality assurance and risk management. The annual report documents progress in risk management, including audit and follow-up, but responsibilities, accountabilities and standardized systems and procedures for oversight need to be prioritized.

(d) UNIFEM needs improved reporting and tracking of quality of performance and timeliness of procurement, recruitments and donor reporting.

V. The integrated resources framework

63. UNIFEM increased its total contributions by 18 per cent in 2008, with total resources received amounting to $121 million, including regular (core) resources of $51 million, other (non-core) resources of $65 million and contributions to UNIFEM trust funds of $5 million. Core resources exceeded projections by $5 million, or 10 per cent, and other (non-core) resources exceeded projections by $38 million, or over 100 per cent. In 2008, UNIFEM instituted the practice of reporting separately on the UNIFEM-administered United Nations Trust Fund to Support Actions to Eliminate Violence against Women, which received $18.3 million (compared to $15.9 million

the previous year). In late December, UNIFEM received a $65 million contribution from the Government of Spain to launch a new 'gender equality fund'. The growth in total UNIFEM resources occurred despite the worldwide economic crisis and losses due to exchange-rate fluctuations that increased the value of the dollar, particularly against the Euro and other currencies of main donors.

64. The number of countries contributing to regular and other UNIFEM resources increased from 49 in 2007 to 80 in 2008. Contributions from UNIFEM national committees increased, in 2008, by 191 per cent over 2007. These contributions, of over $1.2 million (which include a $772,960 contribution from the Icelandic National Committee), demonstrate that there is potential to increase contributions from these and other non-traditional donors as part of the UNIFEM emphasis on diversifying its donor base, which is also reflected in the resource mobilization framework, 2008-2011.

65. Expenditures of regular resources in 2008 equaled $42.3 million, representing an increase of $20.9 million – a near doubling compared to expenditure and delivery in the previous year. UNIFEM delivered 80 per cent of regular resources by the fourth quarter of 2008. Its total expenditures for 2008 (regular and other resources) reached $93 million, an increase of $28.7 million, or 44 per cent, over the 2007 total of $64.3 million. The percentage of delivery for cost-sharing resources was lower – 66 per cent – due to receipt of nearly 50 per cent of all cost-sharing resources in the third and fourth quarters of 2008.